United Nations A/66/619

General Assembly

Distr.: General
19 December 2011

Original: English

Sixty-sixth session
Agenda item 54
Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its report on its substantive session of 2011 (A/65/19), the Special Committee on Peacekeeping Operations requested the Secretary-General to report on the implementation of the recommendations contained therein. The present report outlines progress made in implementing those recommendations and key developments. It further sets out progress over the past year in clarifying and delivering on critical roles in United Nations peacekeeping, building capabilities, strengthening field support arrangements and improving arrangements for the planning, management and oversight of missions.

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I. Introduction

1. United Nations peacekeeping rests on a global partnership that draws together the legal and political authority of the Security Council, the personnel, equipment and financial contributions of Member States, the support of host countries and the accumulated experience of the United Nations Secretariat in managing operations. This global partnership, which is at the heart of United Nations peacekeeping, needs to be nurtured and supported if it is to remain cohesive and effective.

2. The Special Committee on Peacekeeping Operations has a unique role to play in ensuring unity of purpose and support for the more than 120,000 United Nations personnel serving in challenging and harsh environments. The Secretariat endeavours to provide information for its deliberations by preparing this annual report, as well as informal briefings and specialized written reports. A special effort has been made in the present report and in briefings to the Special Committee to draw on the perspectives of staff in the field and to more clearly link ongoing reforms to the operational challenges faced by missions on the ground.

3. In his previous two reports on the implementation of the recommendations of the Special Committee on Peacekeeping Operations (A/64/680 and A/65/680), the Secretary-General outlined critical elements of the New Horizon initiative. The Department of Peacekeeping Operations and the Department of Field Support have recently issued a second progress report on the New Horizon initiative that addresses this ongoing reform agenda in detail. The present report highlights key developments across the four pillars (critical roles, capabilities, field support and mission oversight), while focusing on the links to operational developments on the ground. It is supplemented by an addendum (A/66/619/Add.1) that responds to all the requests for information made by the Special Committee in its report on its substantive session of 2011 (A/65/19). The present report should also be considered together with the report of the Secretary-General on the United Nations police (A/66/615), prepared upon the request of the Special Committee (A/65/19, para. 78), and the report of the Secretary-General on progress in the implementation of the global field support strategy (A/66/591), prepared upon request of the General Assembly in its resolution 64/269.

4. In this challenging financial climate, it is increasingly important that United Nations peacekeeping operations work both to maximize their complementarity with other international instruments and to achieve the greatest efficiencies possible without negatively affecting mission performance or the safety of United Nations personnel. Moreover, it is vital that Member States work in a spirit of partnership to provide the necessary political direction and the human and physical resources needed by United Nations peacekeeping operations to carry out all the tasks they have been mandated with.

5. The General Assembly witnessed intense discussions on the issue of the rate of compensation of troop costs, in the context of both the 2011 session of the Special Committee and the second resumed session of the Fifth Committee during the sixty-fifth session of the Assembly. Pursuant to Assembly resolution 65/289, the Secretary-General has taken steps to establish a senior advisory group to consider rates of reimbursement to troop-contributing countries and related issues; the group is set to begin its work in January 2012. The panel comprises five eminent persons of relevant experience, five representatives from major troop contributors, five

representatives from major financial contributors and one member from each regional group. The Secretary-General is grateful to Member States for their nominations and urges them to extend their active support to the group and its members. He is particularly pleased that Louise Fréchette has agreed to lead the group. Having served as the first Deputy Secretary-General of the United Nations, Permanent Representative of Canada to the United Nations and Deputy Minister of National Defence of Canada, she brings a unique breadth and depth of knowledge to this important exercise. The Secretariat will actively engage and support the work of the senior advisory group.

II. Current context and key operational developments in 2011

6. During the past 20 years, the international peace and security environment has been marked by dramatic and continuous change. Global trends such as ecological pressures, environmental degradation and migration have raised tensions, and global economic shocks have led to local civil unrest, as described in the *World Development Report 2011*. Other areas of growing importance include various forms of transnational organized crime, piracy and terrorism. Many country-specific factors can also fuel conflict, including community and religious dynamics or competition for access to natural resources. As a result, the Security Council has provided progressively more detailed and complex mandates to missions.

7. In July 2011, a new mission was established in the newly independent republic of South Sudan. The United Nations Mission in South Sudan (UNMISS) is mandated to protect civilians under imminent threat of physical violence, assist the Government in building its rule-of-law and governance capacities and facilitate the delivery of humanitarian aid. The Mission is also mandated to monitor, investigate and report on the human rights situation in South Sudan. UNMISS is focusing on extending its own presence at the county level, building an effective early warning system and providing both local- and national-level support to the Government. The mandate of the United Nations Mission in the Sudan (UNMIS), which preceded UNMISS, was not renewed, and UNMIS entered liquidation. In the light of the situation in the Abyei area, the Security Council established the United Nations Interim Security Force for Abyei (UNISFA) and provided it with a mandate to, inter alia, monitor the redeployment of armed forces, facilitate humanitarian assistance and protect civilians under imminent threat of physical violence. Deployment to UNISFA is under way; currently, the mission has reached two thirds of its authorized troop strength.

8. During the start-up phase of these missions, the Departments of Peacekeeping Operations and Field Support can build on the work done in the context of the New Horizon and related reform initiatives, such as the global field support strategy. The Department of Field Support has taken the opportunity provided by the UNMISS start-up phase to pilot the implementation of several elements of modularization, including staff accommodation, power supply, waste management, water supply and welfare. UNMISS is developing a mission-specific strategy for the protection of civilians, drawing on lessons learned and frameworks developed as part of the policy work done for the New Horizon initiative. With regard to peacebuilding, UNMISS is also working to clarify roles and, by situating responsible government entities in the same location, ensure unity of effort with regard to disarmament, demobilization and reintegration, child protection and other issues. In line with the

priority actions identified in the report of the Secretary-General on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527), the Mission is working to identify opportunities for local procurement in South Sudan and collaborating with the United Nations Development Programme (UNDP), the Intergovernmental Authority on Development (IGAD) and others to mobilize national and regional expertise, including from the South Sudanese diaspora.

9. Meanwhile, the African Union-United Nations Hybrid Operation in Darfur (UNAMID), currently the largest United Nations peacekeeping operation, continues its work in Darfur. Since almost all its troops, police and civilians have been deployed, UNAMID has adopted a more robust posture, especially with regard to protecting civilians and contributing to security through the facilitation of humanitarian assistance. Nevertheless, the situation in Darfur remains fragile and consolidation of peace in the region will continue to require significant effort. The signing of the Doha Document for Peace in Darfur by the Government of the Sudan and the Liberation and Justice Movement represents a positive step forward in the Darfur peace process and offers a basis for peace in the region for those who wish to support it. UNAMID will monitor the ceasefire between the parties, support the Ceasefire Commission and support the implementation of security arrangements. As requested by the Security Council in its resolution 2003 (2011), a review of UNAMID will be carried out in order to ensure the most effective and efficient use of its resources.

10. A non-permissive security environment continues to pose significant challenges to the work of the United Nations Assistance Mission in Afghanistan (UNAMA). The attack on the United Nations office in Mazar-i-Sharif on 1 April claimed the lives of seven of our colleagues. Looking to the future of the Mission, preparations are under way for a comprehensive review of UNAMA, mandated by the Security Council.

11. The political and security impact on the peacekeeping operations in the Middle East (the United Nations Interim Force in Lebanon, the United Nations Disengagement Observer Force, the United Nations Truce Supervision Organization and the United Nations Mission for the Referendum in Western Sahara) of the recent or ongoing changes in some countries in the region has not been fully assessed yet. With regard to the mission in Libya led by the Department of Political Affairs, the United Nations Support Mission in Libya, the Department of Peacekeeping Operations and the Mission are exploring ways to assist in the areas of public safety and community-oriented policing, disarmament, demobilization and reintegration of former fighters, corrections, mine action and transitional justice.

12. The past year has also been marked by watershed events in West Africa, a region that remains extremely volatile and politically sensitive. The violent post-election crisis in Côte d'Ivoire tested the Organization's ability to continue implementing peacekeeping mandates in extremely adverse circumstances. The United Nations played a critical role in helping Côte d'Ivoire to successfully overcome a major political crisis and a challenge to its constitutional order. Assisting the Government in stabilizing the security situation, strengthening the rule of law, reforming the security services, and disarming and demobilizing ex-combatants, as well as providing support for the promotion of national reconciliation and for the organization and conduct of legislative elections, are now top priorities for the United Nations Operation in Côte d'Ivoire (UNOCI).

13. The Ivorian crisis has had an impact on the situation in Liberia, where the presence of mercenaries and militia elements continues to pose a serious threat to regional security. UNOCI and the United Nations Mission in Liberia (UNMIL) are working with the Governments of Côte d'Ivoire and Liberia to address these cross-border challenges, in close collaboration with the Economic Community of West African States and other partners. Furthermore, new threats to international peace and security in West Africa, such as organized crime and trafficking, piracy and terrorism, could create new challenges for peacekeeping.

14. Despite the challenges associated with the crisis in Côte d'Ivoire, clear progress was made in terms of consolidating peace in Liberia. UNMIL provided logistical, good offices and other assistance for the organization and conduct of the presidential and legislative elections held in October and November 2011. Although those elections were generally free and fair, serious political divisions have emerged in the wake of the electoral process that will require enhanced focus on areas such as national reconciliation, security and the rule of law. It will be a priority for UNMIL to work with the new Government and its partners to develop and implement a strategy for the progressive handover of security and other responsibilities to the national authorities.

15. Because of the presidential and legislative elections held in Côte d'Ivoire in 2010 and 2011, UNOCI was temporarily reinforced with military and police personnel and military helicopter assets from UNMIL. In addition, the Security Council authorized the temporary transfer of armed helicopters from UNMIL to UNOCI to meet the security challenges of the post-elections crisis. In turn, UNOCI military and police personnel temporarily reinforced UNMIL capacity during the presidential and legislative elections held in Liberia in 2011. The Secretariat coordinated and communicated closely with the troop- and police-contributors concerned and sought their consent in advance, which was critical for the timely and rapid deployment of reinforcements once the Security Council had given authorization. The Secretariat, UNMIL and UNOCI drew on lessons learned during previous inter-mission cooperation experiences and continuously improved arrangements to ensure that the redeployed troops would receive the logistical support required to be fully operational.

16. It is expected that the United Nations Integrated Mission in Timor-Leste (UNMIT) will be downsized after elections are held in 2012. UNMIT will continue to work closely with the Government of Timor-Leste and other stakeholders to ensure an effective joint transition process. A plan has been developed jointly with the Timorese authorities to ensure a smooth handover of responsibilities and to maintain continuity in longer-term capacity development efforts across key institutions and functions.

17. The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) was tasked by the Security Council to support the organization of national (presidential and legislative), provincial and local elections between 2011 and 2013 by providing logistical, technical and other support to the electoral commission in the facilitation of dialogue among Congolese stakeholders, monitoring and reporting on elections-related violence and using the good offices of the Special Representative of the Secretary-General as required. These tasks represent a major operational challenge given the sheer size of the country, the almost total lack of roads and infrastructure, an electorate of some

32 million voters and the large number of national and international partners engaged in the effort. MONUSCO will also continue to focus on its key priority, which is to ensure that civilians are protected.

18. Following the formation of a new Government after five months of political gridlock, Haiti is now focusing on rebuilding itself after the devastating earthquake of 12 January 2010. As it prepares to return to pre-earthquake troop and police levels, the United Nations Stabilization Mission in Haiti will focus on fostering political dialogue and consensus and on strengthening the capacity of Haiti's institutions to ensure good governance and uphold the rule of law as a key basis for the eventual withdrawal of the Mission.

III. Clarifying and delivering on critical roles for modern United Nations peacekeeping

A. Peacebuilding tasks undertaken by peacekeeping operations

19. Peacebuilding is an inherently national process. Peacekeeping operations help national authorities to articulate peacebuilding priorities, enabling efforts by others and directly implementing selected actions. In 2011, the Departments of Peacekeeping Operations and Field Support finalized a strategy to further clarify the contribution of peacekeepers to early peacebuilding, drawing on mission experience to help prioritize, sequence and plan critical tasks. The strategy identifies as priorities those efforts that advance the peace process or the political objectives of a mission, ensure security and lay the foundation for longer-term institution-building. In 2011, the strategy was reviewed with key United Nations and World Bank partners: the Special Committee, the Security Council Working Group on Peacekeeping Operations and the Peacebuilding Commission. A steering committee was established late in 2011 to support implementation.

20. The peacebuilding-related activities of missions are diverse and tailored to the national context. For both UNMISS and UNISFA, mine action was a critical early priority, which is why mine clearance experts were among the first to deploy. The rule-of-law indicators that were finalized this year and were piloted in Haiti and Liberia have proved to be an important tool for helping national and international partners to identify related challenges. In South Sudan, UNMISS civil affairs personnel are working with Government officials, traditional leaders, armed youth and others to support conflict mitigation and resolution. In the Democratic Republic of the Congo, MONUSCO civil affairs personnel have facilitated the dialogue between civil society and provincial governments, helping to distribute information and defuse tensions.

21. A growing number of missions are working to minimize their unintended socio-economic impact and to increase contributions to broader recovery efforts. In 2012, the Departments of Peacekeeping Operations and Field Support will explore ways to strengthen partnerships, guidance and training in this area. In addition, guidelines on the environmental impact of missions are being implemented with the support of environmental officers or designated focal points in all missions. In the context of the global field support strategy, environmentally friendly concepts are being incorporated into deployment modules from the outset.

22. Initiating peacebuilding tasks early may facilitate the handover of responsibilities to national actors and facilitate the exit of peacekeeping personnel. A workshop on transitions held in February 2011 brought field staff together to share experiences on transition planning, staff management, capacity development, information management and communications strategies and leadership transition. Drawing on this event, the Departments of Peacekeeping Operations and Field Support have provided support to missions, including UNMIT and UNMIL, that are planning for drawdown and withdrawal. Guidance materials such as the liquidation manual and the integrated mission planning process will be supplemented with a section on transition in 2012. The Departments, together with other relevant United Nations partners, will also work to clarify key principles for system-wide transition planning and management. In addition, the Security Council Working Group on Peacekeeping Operations discussed transition as a key item in its agenda for 2011 and the Special Committee has requested a briefing on the application of lessons learned on transitions.

23. Civilian personnel play a vital role in supporting and implementing complex peacebuilding efforts. In his recent report to the General Assembly and the Security Council on civilian capacity in the aftermath of conflict (A/66/311-S/2011/527), the Secretary-General proposed realistic recommendations that had the potential to make an impact on the ground by making the best use of systems already in place. He noted the important contribution that peacekeeping operations and special political missions could make through the training of national staff. He also noted the need for the Organization to work more effectively with its international partners, particularly from the global South, in building and delivering specialist civilian support. The United Nations needs to become more flexible in planning and budgeting for civilian capacity so as to be responsive to the changing demands and high-tempo environments where its peacekeeping missions operate.

24. The United Nations will be working in the coming year to ensure that peacekeeping reforms are synchronized with other Organization-wide reforms and target critical gaps. A key area in this regard is policing, as there is growing demand for capacity specialized in community-oriented policing, transnational organized crime and border management. In a forthcoming report on the United Nations police (A/66/615), the Secretary-General will address these evolving roles and requirements. Gaps also exist in terms of the capacity to support wider security sector management, legal reforms that acknowledge the role of traditional or customary legal systems, military justice, justice and corrections issues, community violence reduction, ammunition and stockpile management and the collection and destruction of small arms and light weapons.

B. Protection of civilians

25. During 2011, the Secretariat has taken a comprehensive approach to the issue of the protection of civilians by addressing operational support, training and guidance development. Central to this effort has been the development of the Framework for Drafting Comprehensive Protection of Civilians Strategies in United Nations Peacekeeping Operations, which has been designed to provide missions with basic parameters for developing strategies for the protection of civilians. After sharing it with the Special Committee, the Secretariat disseminated the Framework

to all peacekeeping operations and is working closely with those eight that are specifically mandated to protect civilians.

26. In addition, training modules on the protection of civilians were developed, in consultation with field missions and other stakeholders, and disseminated to peacekeeping operations and national peacekeeping training centres in November 2011. The training modules include foundational modules, scenario-based exercises and a module on conflict-related sexual violence. Also in November, a training of trainers was conducted. The Secretariat is now working to ensure that the integrated mission training centres in the eight missions with a mandate to protect civilians are fully able to train current and incoming peacekeeping personnel.

27. Furthermore, the Secretariat is finalizing a draft matrix of resources and capabilities. The purpose of the matrix is to assist troop- and police-contributors to understand the resources required to execute specific tasks for the protection of civilians and to help missions to analyse the adequacy of their existing resources and capabilities for the implementation of protection-of-civilians mandates. The Secretariat will hold consultations with troop- and police-contributors on this matrix in January 2012, to seek their views and input.

C. Means to enhance the operational effectiveness of peacekeeping missions

28. During 2010 and 2011, the Secretariat organized three regional conferences, hosted by Argentina, Indonesia and Nigeria, to discuss deterrence, use of force and operational readiness in United Nations peacekeeping. These conferences, attended by senior military experts from approximately 50 troop-contributing countries and other Member States, were an effort to continue to expand the dialogue on these issues. The Secretariat will report to the Special Committee on the conferences in order to facilitate further discussion and consideration of the wider strategic issues involved and to support the development of guidance material for peacekeeping operations and troop-contributing countries on the use of force and the implementation of a flexible system for the evaluation of the operational readiness of military contingents and force headquarters.

IV. Building the capabilities needed to meet the challenges of tomorrow

29. With the support of Member States, the Secretariat has been pursuing a comprehensive strategy to improve capabilities across all peacekeeping components to ensure peacekeepers are prepared and equipped and have been enabled to deliver against reasonable performance expectations. In 2010, the Special Committee encouraged the Secretariat to continue developing a comprehensive capability-driven approach with the aim of improving overall performance in the field (A/64/19, para. 69). In 2011, the Special Committee took note with satisfaction of the ongoing work on the development of such an approach and encouraged the Secretariat to continue its work in that regard, in close cooperation with troop- and police-contributing countries (A/65/19, para. 66).

30. Implementation of a comprehensive capability-driven approach focuses on three areas: (a) developing baseline capability standards and guidance; (b) generating and sustaining critical resources; and (c) strengthening training. These elements were conceived as a framework to assist in delivering a stronger culture of performance and considerable progress has been made in achieving the objectives outlined.

A. Baseline capability standards and guidance

31. While progress has been made on the standardization of civilian peacekeeping functions in the context of the broader human resources reform, the Departments of Peacekeeping Operations and Field Support have focused on the planning and implementation of three pilot projects that target three key military components of United Nations peacekeeping operations: (a) infantry battalions; (b) staff officers; and (c) military medical support. These projects, commenced in 2010, are intended to build consensus around necessary tasks and to develop baseline standards for each component. The standards will inform the development of associated tools such as training standards and frameworks, equipment and organizational requirements, and support and evaluation instruments. The projects aim to bolster the effectiveness and interoperability of various peacekeeping components and to enable more targeted preparation by troop- and police-contributing countries and capacity-building support to contributing countries by third-country partners.

32. With regard to the infantry battalions pilot project, a wide-ranging consultation process was undertaken in 2011 that involved workshops in New York and New Delhi and a dialogue with Member States, technical experts and peacekeeping missions. A draft guidance manual is currently under development. A reference group composed of Member States was established in November 2011 to support the finalization of the manual early in 2012. The manual will contain information on those tasks and capabilities that are specific to the peacekeeping environment and will be complemented by additional infantry battalion-specific training materials.

33. The pilot project on staff officers has involved the development of core training materials based on the requirements for enhanced performance identified within existing missions. These materials, which have been tested in the field with the involvement of currently serving staff officers and the International Association of Peacekeeping Training Centres, are now being reviewed and finalized.

34. With respect to military medical support, this pilot project has focused on a review of the existing manual and current processes and approaches, with particular attention paid to level II hospitals. Member States have engaged in a technical advisory group composed of troop-contributors that benefited from the work done at a workshop of experts held in Entebbe, Uganda. The revised manual will be refined further at a consultation workshop, before being finalized early in 2012.

35. All of these materials will be shared widely with Member States, regional organizations, international peacekeeping training centres and other relevant bodies to ensure the widest possible distribution and application. A review process will also be undertaken to ascertain lessons learned from the pilot project approach, while potential future areas of focus for similar initiatives will also be identified, in consultation with Member States.

B. Generating and sustaining critical resources

36. Generating and sustaining the resources required for United Nations peacekeeping missions continues to be a priority. The negative impact of a lack of critical resources is most obvious with respect to military utility and armed helicopters, where shortages continue to threaten the ability of peacekeeping operations to effectively implement their mandates. These and related deficiencies have been recognized by Member States, including the Special Committee, which, in its 2011 report, noted its concern with respect to existing gaps between mandates and enabling assets. Strategies for the identification of critical niche capacities have also been the subject of informal consultations within the Security Council Working Group during 2011.

37. The ongoing shortage of military helicopters has exacerbated situations such as those where lack of mobility and road infrastructure hinder efforts to protect civilians, prevent and respond to violence and adequately support elections. This is particularly acute at UNAMID and MONUSCO. The Secretariat continues to seek solutions to the challenges of obtaining military helicopters and pilots to operate them, as well as the complex issues relating to contracting and reimbursing contributing Member States within the realities of the current economic climate. Based on consultations with Member States, the Departments of Peacekeeping Operations and Field Support are reviewing the operational guidance and practices related to helicopters, both at the Headquarters and mission levels, in order to better manage and balance commercial and military helicopter fleets. As a priority, the relevant reimbursement and contracting provisions are under urgent review, and periodic briefings on progress made will be provided to the Special Committee.

38. Systemic outreach has also been conducted over the last year, including to potential new troop- and police-contributing countries and at the strategic level with existing contributors. In addition, Secretariat dialogue with current and prospective contributors on opportunities and requirements for participation in United Nations peacekeeping operations has been enhanced through workshops and seminars supported by troop- and police-contributors and think-tank partners, although the sourcing of key enabling assets such as helicopters, engineering units and medical facilities remains a significant challenge.

39. As reported in 2010 (A/65/680), the Secretariat undertook to examine the methods and practices used to communicate the resource needs of the Special Committee to Member States. An initial review, completed in November 2011, in consultation with Member States, is now shaping efforts to refine and focus force generation processes and increase their visibility, utility and impact. In particular, the concept of the capability gap lists and their supporting processes, including the United Nations Standby Arrangement System, have been undergoing review with the intent of ensuring that they meet the needs of both the Member States and the Secretariat.

40. In a related effort, the Secretariat also examined its role in assisting in the coordination of capacity-building activities between and across Member States and other organizations. In this regard, the concept of a "clearing house" process to better match potential providers of assistance to those with capability gaps was reviewed in order to see how such a process could assist the wider peacekeeping community. This review is now helping to focus the efforts of the Secretariat as it

considers the various options for supporting such coordination with Member States in order to ensure the best use of resources.

41. The past year has also seen innovative steps to improve inter-mission cooperation, allowing for a regional response to regional conflict dynamics. Such cooperation across missions can optimize the use of deployed peacekeepers, particularly where temporary reinforcements may be needed in a post-electoral or other high-risk period, thereby helping missions to adapt quickly to temporary changes in circumstances. This approach is a bridging measure, however, and it cannot substitute for the full and adequate provision of capabilities to address longer-term or open-ended requirements of missions. For rapid reaction, and to safeguard investments in building peace and security, better access to strategic reserve capacities, as set out in the aforementioned New Horizon initiative and in the previous reports of the Secretary-General to the Special Committee, remains essential. The standing capacities in the areas of police, justice, corrections and mine action have demonstrated the considerable value of rapidly deployable capacities.

C. Strengthening training

42. Considerable work has been completed in the area of training across the varied components of peacekeeping. The focus of the Secretariat has been on setting training standards, developing policies and materials and providing guidance, oversight and assistance to training providers.

43. As noted above, considerable work has been done to complete a comprehensive training package and training-of-trainers programmes in support of protection of civilians mandates. In addition, new training materials have been prepared in support of military experts on mission along with modules addressing gender issues in support of the Guidelines for Integrating a Gender Perspective to the Work of the United Nations Military in Peacekeeping Operations developed by the Departments of Peacekeeping Operations and Field Support. A training-of-trainers programme for francophone African countries has been completed and training materials in support of the Infantry Battalion and Staff Officer pilot projects discussed above are under development. Pilot courses on standardized predeployment training of Formed Police Units and on sexual and gender-based violence have also taken place. Significant progress was also made in the standardization of training for senior leaders in United Nations missions.

44. In addition, the Integrated Training Service has begun work on design of a core curriculum for civilian peacekeeping staff, in consultation with the United Nations Institute for Training and Research and the United Nations System Staff College. A new methodology for in-mission skills training for civil affairs components is also being expanded, building on an earlier pilot and a comprehensive handbook, which is currently being drafted. The development of training programmes is a perennial requirement of the two Departments, which must provide instruction and guidance that reflect the ongoing changes to the environments of, and demands placed on, civilian and uniformed peacekeepers today.

D. Partnership with the African Union and other organizations

45. The role of regional organizations remains essential to mobilize the strength of all actors to maintain international peace and security. The Secretariat continues its efforts to enhance coordination with regional organizations, in particular the African Union and the European Union, and has also engaged with the Association of Southeast Asian Nations (ASEAN) and the Collective Security Treaty Organization.

46. The African Union continues to play a vital role in peacekeeping. The African Union Mission in Somalia (AMISOM) and UNAMID are two examples of the direct contribution of the African Union to the global peacekeeping architecture, under Chapter VIII of the Charter of the United Nations.

47. In 2010 the Secretary-General established the United Nations Office to the African Union (UNOAU) to enhance partnership in the area of peace and security. The Office also serves to provide coordinated and consistent United Nations support to the African Union on both long-term institutional capacity-building and short-term operational support matters, and to streamline the activities of entities of the United Nations Secretariat in Addis Ababa working on peace and security matters in order to ensure more cost-effective and efficient delivery of assistance to the African Union. To that end, the mandates and functions of the United Nations Liaison Office to the African Union, the African Union Peace Support Team and the United Nations Planning Team for AMISOM have all been integrated into UNOAU.

48. In addition, UNOAU provides technical advice and support to the African Union in the area of mediation support, conflict prevention, security sector reform, disarmament, demobilization and reintegration and elections. In an effort to enhance the capacity of the African Union to deploy and manage peacekeeping operations, UNOAU also has a pillar devoted to mission support, including financial management, human resources and logistics, which are all capacities the African Union needs to enhance in order to conduct peacekeeping operations more effectively. UNOAU planners also provide advice to the African Union on the development of the African Standby Force, AMISOM and the African Union regional initiative for combating the Lord's Resistance Army. The ongoing cooperation between the African Union and the United Nations will be addressed in a comprehensive manner in my forthcoming report on the United Nations-African Union strategic partnership on peace and security.

49. Since the coming into force of the Lisbon Treaty and the creation of the European External Action Service, the United Nations partnership with the European Union in the areas of peacekeeping and crisis management has deepened. The Secretary-General particularly welcomes the support expressed in late 2011 by the Political and Security Committee and the Foreign Affairs Council of the European Union for ongoing work to strengthen the support of the European Union Common Security and Defence Policy for United Nations peacekeeping. Efforts are also under way to reinvigorate the United Nations-European Union steering committee on crisis management and related joint strategic dialogue mechanisms. In this regard, a small liaison office, established in Brussels in July 2011, has already improved communications and coordination with the European Union.

50. The United Nations has also strengthened engagement with ASEAN with the adoption, in 2011, of the joint declaration on comprehensive partnership. A significant number of ASEAN member States already contribute to United Nations

peacekeeping, and that number continues to grow. We remain committed to strengthening and enhancing our collaboration through the sharing of policy, doctrine and knowledge products.

51. The Departments of Peacekeeping Operations and Field Support are also strengthening partnerships with key United Nations partners, including an intensifying strategic-level dialogue with UNDP. Increasingly, they are working closely with the World Bank, which focused its *2011 World Development Report* on countries facing conflict and crisis.

E. Women and peace and security

52. The Departments of Peacekeeping Operations and Field Support also strive to ensure that the efforts of United Nations peacekeeping operations are informed by and have an effective impact on both women and men. Taking into account the changing United Nations gender architecture, including the creation of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), both Departments have prepared a draft forward-looking strategy on women and peace and security to ensure that their efforts are coherent and coordinated with those of other entities.

53. To support implementation of the 2010 gender training strategy, new training material for civilian staff was piloted in a training-of-trainers programme in Ghana. An online training course is also under development, while training material for military personnel was validated in an October 2011 workshop attended by representatives of a number of troop-contributing countries. In addition, the Office of Military Affairs has commenced tracking the implementation of the Guidelines for Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations.

54. There is continuing progress towards stronger representation of women in United Nations peacekeeping. Currently, 4 of 11 Special Representatives leading United Nations peacekeeping operations and 30 per cent of civilian staff are women. The Secretariat remains committed to this agenda, including global efforts to increase the share of women among United Nations Police to at least 20 per cent by 2014. In parallel, the United Nations is working to address gender needs more adequately in the design of modular accommodations for civilian and uniformed personnel.

55. The Departments of Peacekeeping Operations and Field Support are working in close collaboration with several partners to implement monitoring, analysis and reporting arrangements on conflict-related sexual violence. The Department of Peacekeeping Operations has worked with United Nations Action and the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict to develop provisional guidance to implement monitoring, analysis and reporting arrangements, and an analytical and conceptual framing of conflict-related sexual violence was disseminated to missions in August 2011. During 2011 the Department of Peacekeeping Operations, along with the Office of the United Nations High Commissioner for Human Rights, developed a coordinated approach to addressing sexual violence in peacekeeping and a related set of tools to guide mandate implementation. In partnership with the Department of Political Affairs and the Office of the Special Representative of the Secretary-General on Sexual Violence in

Conflict, terms of reference for women protection advisers were developed for select missions, requesting the identification of advisers from within existing resources. Following the adoption of Security Council resolution 1960 (2010) in December 2010, and the subsequent development of guidance by the Offices of the Special Representative of the Secretary-General on Sexual Violence in Conflict and United Nations Action, Operational Guidance for women protection advisers is now being developed. Scenario-based training on conflict-related sexual violence for troop-contributors has been piloted in six countries and is being integrated into training on the protection of civilians. A United Nations Police standardized training curriculum on investigating and preventing sexual and gender-based violence in conflict environments was also developed and carried out five regional training-of-trainers programmes.

V. Putting stronger United Nations field support arrangements in place

A. Global field support strategy

56. The global field support strategy articulated by the Secretary-General in his report (A/64/633) provides a new model to improve the timeliness, quality, efficiency and accountability of support operations. Following its endorsement by the General Assembly in resolution 64/269, the Secretariat has remained closely engaged with Member States, in particular troop- and police-contributing countries, in its implementation, through briefings every other month to the Special Committee, workshops, as well as annual progress reports (first reported in A/65/643) and the report on the standardized funding model of the global field support strategy (A/65/696 and Corr.1).

57. In order to best prepare for and address risks posed by the implementation of the global fietd support strategy, the Department of Field Support conducted a self-assessment exercise with guidance froun the Office of Internal Oversight Services. This process, along with ongoing inputs from the senior leadership and staff of the Department of Peacekeeping Operations and the Department of Field Support assisted in the identification of risks and the development of mitigation strategies to better manage the process.

58. The global field support strategy defined four pillars to improve mission deployment and delivery of support services: modularization; service centres; financial framework; and human resources framework. The achievements in the implementation of the strategy in terms of improved support to the field as well as efficiencies gained in each of the four pillars are detailed in the Secretary-General's second report on its implementation of the global field support strategy (A/66/591).

59. The global field support strategy represents a transformation road map for the introduction of a new service delivery model to support peacekeeping and special political missions. As its primary objective, the strategy aims to consider possible efficiencies while ensuring that service delivery is improved in order to provide better support for mandate implementation by missions. Based on the service delivery model, the Secretariat is in a position to propose an optimization that will enable the United Nations to reduce overall requirements for resources while increasing and improving services to the field and supporting the rapid and effective

deployment of new missions. An "end-state" vision for the Department of Field Support, detailing functional structures and lines of accountability at the end of the service delivery exercise for the strategy (2010-2015), will be presented to Member States in a second non-paper to be issued in the first quarter of 2012 for consultation with Member States.

60. In the proposed end-state, a reduced overall footprint for the Department of Field Support is envisaged. The alignment of the Department at Headquarters with the organizational principles of the global field support strategy will require: (a) transfer of those transactional support activities currently carried out by the Department at Headquarters that do not involve close coordination with Member States and/or Secretariat implementing partners to the Global Service Centre; and (b) reprofiling of the current resources of the Department to create two new capacities for integrated planning, service delivery and quality control. This realignment will be carried out using existing resources and will be managed through the four Directors of the Department. The alignment is expected to yield an overall reduction in posts in the Department of Field Support as functions are streamlined and the reinforcement of the alignment of roles and responsibilities through a phased change management process.

B. Safety and security

61. The safety and security of all United Nations personnel remains a critical priority. The Secretary-General has honoured the service of those 103 men and women who lost their lives in the service of United Nations peacekeeping thus far in 2011. The Department of Safety and Security is working closely with the Departments of Peacekeeping and Field Support to implement the safety and security policies and procedures established through the Inter-agency Security Management Network. This system-wide network, in which both Departments participate fully, has addressed a range of issues over the past year, including: the use of private security companies; the control of firearms; road safety; security risk assessment practices; and interaction with host countries.

62. The Departments of Peacekeeping Operations and Field Support, working with the Department of Safety and Security, have adapted the security risk management process to military and police activities in the field. A new policy on security risk management for the Departments went into effect January 2011 aimed at allowing Headquarters and mission management to better assess the risks associated with the operations of uniformed elements, leading to better operational decision-making. The Special Committee will receive an informal briefing on its roll-out and implementation in early 2012.

63. The United Nations is also improving its organizational resilience and emergency preparedness, including security, crisis management, medical emergency, staff, victim and family support, business continuity, information technology and disaster recovery planning, which helps to prevent or mitigate security and safety risks to staff and ensures the continuation of critical operations. Both Departments have worked proactively with missions in 2011 to develop and test their business continuity and crisis management plans.

64. The Secretariat is also working to improve crisis management and decision-making while building on economies of scale through the establishment of a

common United Nations operations and crisis centre. The centre will draw from existing capacities from the Executive Office of the Secretary-General, the Departments of Peacekeeping Operations, Field Support, Safety and Security, Political Affairs and Public Information, the Office for the Coordination of Humanitarian Affairs and UNDP. It will capitalize upon synergies across the system, becoming the sole venue at United Nations Headquarters for managing crises in the field, meeting the need for common situational awareness. The Peacekeeping Situation Centre of the Department of Peacekeeping Operations, which will be situated within the United Nations operations and crisis centre, will continue to backstop peacekeeping operations on a day-to-day basis, under existing departmental reporting lines, while at the same time contributing to the system-wide effort. The Chief of the Peacekeeping Situation Centre will also have the role of Chief of the United Nations operations and crisis centre. The crisis centre is cost neutral and is considered an effective solution to system-wide needs and a practical demonstration of the United Nations "delivering as one".

VI. Ensuring more effective arrangements for planning, managing and oversight of missions

A. Engaging with troop- and police-contributing countries on mandate formulation and renewal

65. With the aim of strengthening mission planning and oversight, it is now established practice for the Department of Peacekeeping Operations to brief the Security Council and contributing countries before the renewal of mandates and before and after technical assessment missions. Formal meetings of the Security Council with troop- and police-contributing countries are also routinely scheduled prior to mandate renewal debates. In addition, the Department regularly organizes informal briefings, as required, including to inform troop- and police-contributing countries about specific developments in a mission area. Furthermore, integrated operational teams, including military, police, substantive and support personnel, maintain routine liaison with Member States at the expert level to brief them on mission-specific areas of interest. Each of these activities serves to strengthen triangular cooperation between the Security Council, the Secretariat and troop- and police-contributing countries.

B. Integrated planning

66. At the country level, a clear comparative advantage of United Nations peacekeeping is the common platform it offers to integrate political, rule of law, human rights and other expertise with operational military, police and logistics capabilities and to bring these capacities to bear in support of sustaining and building peace alongside other United Nations partners. However, to fully realize these synergies, integrated planning should be further strengthened. Currently, in all nine countries where integrated peacekeeping missions exist, integrated strategic frameworks are in place that identify common strategic objectives and clearly allocate key roles across the United Nations system.

C. Strengthening oversight and accountability

67. Command and control arrangements, which are also central to strengthening mission oversight, have historically been an area of concern for some troop-contributing countries. To address such concerns, a new internal evaluation of command and control is under way, drawing on the views of Member States in the Special Committee, military commanders from troop-contributing countries and extensive engagement with field missions. At the request of the Special Committee, a briefing will be provided on the findings of this evaluation in early 2012.

68. In its resolution 64/259, the General Assembly requested that the Secretary-General take appropriate measures to strengthen accountability within the United Nations. In line with that request, compacts and performance assessments are now in place for all heads of mission, special representatives of the Secretary-General and their deputies. The Department of Field Support is also taking significant steps to address this through preparations for the implementation of International Public Sector Accounting Standards, actions to make managers more accountable for their stewardship of resources, initiatives to hold mission personnel accountable for their personal conduct and efforts to preserve the environment where peacekeeping missions operate.

D. Conduct and discipline

69. Despite the collective and noteworthy accomplishments, dedication and sacrifices of United Nations peacekeepers over the years, their exemplary record continues to be clouded by serious acts of misconduct by a few individuals, including inexcusable acts of sexual exploitation and abuse. The Departments of Peacekeeping Operations and Field Support continue to implement the three-pronged strategy of the United Nations to address misconduct and sexual exploitation and abuse: prevention of misconduct; enforcement of United Nations standards of conduct; and remedial action, specifically in providing assistance and support to victims of sexual exploitation and abuse by peacekeeping and related personnel.

70. Over the past five years, conduct and discipline structures, preventative measures, awareness-raising and training activities put in place by the Departments of Peacekeeping Operations and Field Support have contributed to a reduction of reported misconduct, including sexual exploitation and abuse. Perhaps most visible is the steady decline of the number of sexual exploitation and abuse allegations reported over five years, in peacekeeping and special political missions, from 340 in 2005 to 85 in 2010.

71. The partnership between the United Nations and the Member States in addressing the conduct and discipline of personnel deployed on United Nations peacekeeping missions remains essential. In cooperation with the United Nations, Member States can take measures to assist in preventing misconduct, including through the screening of personnel to be deployed and the provision of training on the standards of conduct they are expected to uphold. However, prevention will never completely eliminate occurrences of misconduct. Reports of such occurrences must be fully investigated and those found to have engaged in misconduct must be held accountable in a timely manner. While the United Nations can take actions in

relation to individuals employed by the Organization, the assistance of Member States is crucial, in particular in holding deployed individuals accountable for the most serious forms of misconduct, including misconduct that amounts to a crime under national jurisdictions. Measures taken by Member States must then be communicated to the Secretariat, in order to ensure that those individuals who have engaged in misconduct no longer serve with the United Nations.

72. The Secretariat is developing an integrated conduct and discipline framework to enhance the integration of conduct and discipline expectations as a global corporate function. The framework focuses on strengthened accountability as a fundamental prerequisite for ensuring the proper management of the conduct of personnel. The development of the framework reflects the need to approach conduct and discipline from an organizational behaviour model rather than a more transactional approach that responds to conduct at the individual, incident level.

VII. Observations

73. The first two years of the New Horizon initiative were focused largely on the design of key policy and reform elements in consultation with Member States and other peacekeeping partners. This included reviews of lessons learned and the preparation of key guidelines, training modules and standards. Building on this work, the New Horizon initiative is now shifting to practical implementation on the ground.

74. The protection of civilians continues to be one of the core peacekeeping mandates on which mission effectiveness will be tested. Several missions have now developed protection-of-civilian strategies and current work is focused on training and on defining critical resources and capabilities more clearly. Scenario-based training materials developed in 2010 and 2011 will be incorporated into curricula at international peacekeeping training centres around the world. The United Nations, with its international partners, must now focus on how to assist host authorities to protect their own citizens.

75. Capability development is a second priority area with clear implications for mission deployment and performance. Pilot standards, developed for critical capabilities such as infantry battalions, are now being defined in a practical manual in consultation with troop-contributing countries. Cooperation between missions has helped with the response to short-term requirements but longer-term solutions are needed to address critical shortages, for example of helicopters, and to ensure a more strategic approach to force generation.

76. Finally, peacekeeping operations must continue to ensure they make the greatest possible contribution to national long-term processes of peacebuilding. This requires a keen awareness of the interdependence of peace, security, justice and development. It requires access to critical specialized skills, including through the United Nations ongoing reform of civilian capacities. The realization of the full potential of United Nations peacekeeping as an integrative platform requires still further improvement in the Secretariat's capacity to plan and manage missions.

77. United Nations peacekeeping must keep pace with the changing international environment. The current climate involves not only more complex mandated tasks for peacekeeping operations but also expectations that such tasks will be

accomplished within limited resources and that, as soon as possible, responsibilities will be handed over to national institutions and international partners. Peacekeeping operations and the systems that support them need to become more flexible, agile and dynamic in responding to the fast-paced contexts of the peace and security challenges that the United Nations and the international community may face in the future.